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ECONOMIC, SOCIOLOGICAL, EDUCATIONAL DEVELOPMENT  
OF THE APPALACHIAN REGION

Presentations made at the  
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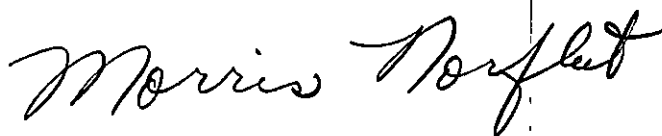
## INTRODUCTION

The Kentucky Advisory Committee on Education consists of noted educators, legislators, industrialists, religious leaders and businessmen of Kentucky serving as a sounding board for the Education Advisory Committee to the Appalachian Regional Commission on policy development matters.

Dr. Adron Doran, President of Morehead State University, was appointed Chairman of the Kentucky committee by the Governor of the state, also to be the state's representative to the Education Advisory Committee in Washington.

In July, 1968, a special conference was held on the Morehead State University campus focusing on the Economic, Sociological, Educational Development of the Appalachian Region. This conference was to give direction for many programs to be developed in Eastern Kentucky. The speeches were recorded and later transcribed by the Eastern Kentucky Educational Development Corporation. Each speech was presented to the respective authors for editing. No changes in the manuscripts were made after the author returned the corrected copy. This monograph will serve as a reference to aid future program development in the Appalachian region of Kentucky.

The final publication of this monograph was completed by the Research and Development Center, Morehead State University, Morehead, Kentucky.

A handwritten signature in cursive script, reading "Morris Norfleet".

Morris Norfleet  
Vice President for  
Research and Development

## TABLE OF CONTENTS

INTRODUCTION	iii
WELCOME	
Adron Doran, President Morehead State University Morehead, Kentucky . . . . .	1
JOHN WHISMAN	
"Concept of the Appalachian Compact" Director Appalachian Regional Commission Washington, D.C. . . . .	2
CHARLES FOLTZ	
"Education in Appalachia" Executive Director Education Advisory Committee Appalachian Regional Commission Washington, D.C. . . . .	10
FRANK GROSCHELLE	
"A Partnership System--Local-State-Federal" Director Kentucky Program Development Office Frankfort, Kentucky . . . . .	18
D. C. ANDERSON	
"State Plan for Education in Kentucky Appalachia" Director Division of Elementary and Secondary Education Kentucky State Department of Education Frankfort, Kentucky . . . . .	21
EDWARD BREATHITT, JR.	
"Potential for Rural Growth in Appalachia of Kentucky" Chairman Institute on Rural America Louisville, Kentucky . . . . .	26

## WELCOME

Adron Doran, President  
Morehead State University

May I welcome you to the conference this morning and to the campus of the University. We're delighted you could come. I know how extremely busy you are at this season of the year whether you are in education, business, industry, profession, or government.

I think we have a distinguished conference this morning in the fact that we have mayors of three cities in the region. We are honored that people of this level of government concern themselves with such a conference as this. Really, this is a combination conference today. The real purpose of the conference was to bring together the Advisory Committee on Education of the Kentucky facet of the Appalachian Commission. As a part of the conference we have asked others to come--people representing business, industry, the professions, government, and education to hear a discussion of some of the problems we face and help us to arrive at some recommendations that may be feasible.

I think all of you know that the Appalachian Commission is a creature of the Congress of the United States. It constitutes a compact among the 12 states of Appalachia. One of the first acts of the Appalachian Commission was to create an Advisory Committee on Education. The states were asked to name representatives to this committee and I have the honor of representing the Commonwealth of Kentucky on the committee by appointment of the Governor. We have named a committee in Kentucky of very distinguished people, some of them are present and others I hope are on their way.

Before we adjourn for lunch I will identify for all of you the membership of this committee. The people who are on the program today have been selected because of their involvement in education at various levels --local, state, regional and national. They will discuss various viewpoints from where they stand regarding Kentucky Appalachia.

## CONCEPT OF THE APPALACHIAN COMPACT

John Whisman, Director  
Appalachian Regional Commission

I'm of course happy to be introduced as being associated with the Appalachian Regional Commission but I have another job from which, until at least this last calendar date, I've never been released. And when in Kentucky, at least, I can afford to claim this job, and I do claim it, still as my primary source of employment, not income but employment. I am, and I didn't say was, the executive director of the Eastern Kentucky Regional Development Commission and I'm sitting here or standing here, at this moment today with what used to be as close to a poem as we needed if we had our minds made up to do something. Two of the men, the college president and the boy are here and if you all would like something done just let us know, we will approve if so. It might not mean much, but I start on that note because I cannot avoid talking about the concept of the Appalachian program, reporting to you the progress of the Eastern Kentucky Development Commission because that program is part of that progress.

I'm not sure that the Appalachian concept was yet understood by too many others as it was understood before there was such a thing by the members of this commission. At least to write a twenty-page memorandum is, as Dr. Doran says, my output has increased materially, my leadership has remained the same. When you're talking about something that you're not sure of and nobody else knows anything about, all you can do is just go on in hopes that in one part of life you'll hear it. Because really what you intend to do is use a dozen different ways to describe the same idea. That, to a degree, is a good introductory point on what the Appalachian concept is.

We here are somewhat concerned with education as a focus of this meeting. And yet that which you find is unique to the Appalachian concept is that you are here, in what may be called a development meeting talking about education. We have health meetings to talk about development and we have development meetings to talk about health. We get educators together and wind up talking about building a highway. We get health people together and they end up talking about vocational education. Now you're bound to get a little confused in this kind of circumstance and what I'd like to do this morning is three things.

I'd like to make a three-stance report and I'm going to try to keep the pages down. But I'm telling you the three things I want to do and when I've done those three things throw me out, and if you can figure when I've got them done, you can throw me out. Now the challenge is up to you. I'd like to give you a quick report on where we've come to today, which is the tenth anniversary of one of the key meetings of the Eastern Kentucky Commission. It is the tenth anniversary, give or take a day or so, and I act that she has never been the type of meeting in which the man and the boss sat around the table at Prestonburg, Kentucky, and

said, "There shall be a highway through the middle of Eastern Kentucky." We didn't try to talk about an engineer's right. We said, "It's going to go from here to there, not from nowhere to nowhere, but from here to there." That highway today is a fact, if the producers will forgive me, it's a concrete item. This is, without question, an accomplishment of the leadership and optimism but also a certain kind of wisdom of this Eastern Kentucky Commission a few days after that particular meeting.

I guess I didn't tell you the three things. Let me make a report on where we are, a report on the problem situation as I see it in order to get where we want to go, and then end up with some suggestions on where we ought to go -- a simple outline.

The whole Eastern Kentucky highway system is to me at this point and to the kind of people who are guiding it, an administrative detail. It's done! The concrete is to be poured and one thing I wish you would spread through these hills of Eastern Kentucky is that the highway system is absolutely assured, it's on the road. I keep getting questions on when will so and so, when will 23 be built. It will be built on schedule. The schedule runs to '71 and it may stretch out to '72 or '73, but it will move on schedule. In fact, in Kentucky it's ahead of schedule, considerably ahead of schedule and so you might spread the word. The facts are on the good side of the ledger, and that's done. I'm thinking in terms of reporting on where we are and I'm going to go back in a moment and chronicle just a few things about the progress that's been made as a basis for what we have to do.

If I confuse you and if I sound like I'm talking about development, let me say that at all times I'm talking about education. Let me tell you that I think times are very, very bad right now. I think we face trouble. We have made more progress than anybody would have predicted in 1958, and yet we have reached a point which I think in a way was also predicted and we can lose the ball, the real reason I think we're in trouble. I'm not talking about the burning of Washington or the sacking of Detroit, that's trouble, and that's part of the reason of trouble. The trouble I'm talking about is that the states like Kentucky and the places like Eastern Kentucky are just about to lose their favored position in the development field. You mayors and educators need to be deeply concerned about federal grants and get right down to the brass part of it because you're just about to be moved back to the hind kit and it has already happened administratively in Washington.

Now having hung that cloud, let me try to scoot a little sunshine under it, if I may. I usually live in very confused times and the confusion is a product of progress. We decided after we had asked the hundred things back in '58 and '59 and had consistently received the same answer --no--we decided that there was an error in our technique and that obviously every time we'd ask the same kind of a question we're going to get a "no" answer. Our designed looks for consistencies and believe it or not the secret of the discovery of the Appalachian concept was in a word no. Because we decided to find out how come no, and we found out and it is expressible, in one word over simplifying. This is not a twenty-page memo but the one word is criteria.

Now we discovered that we didn't and could not succeed by producing more political power for we had that, Kentuckians know how to move the power

trick. We discovered that we had moved out of an area that's supposed to be not the most sophisticated in the world, but the world's most sophisticated approach. We had to change the criteria by which public investment was brought about in this country. We got the word criteria primarily from the U.S. Corps of Engineers because that's the word they used right before they said "no."

On down to the Highway Department the words they used right before they said "no" was "traffic count" and they always said a little phrase in between the word criteria and no and that phrase was "great sympathy for you." That phrase was stuck in there and then they said no. We talked a little bit about this and what has happened as a result of the work of the Eastern Kentucky Commission was not to get more projects and not to get more action, believe me this is your greatest enemy and I fight it every day at the risk of being totally misunderstood, which has never been any great thing for me. I keep telling people that what you want isn't action, what you want are plans, studies, meetings, and organizations. I couldn't say that in very many places except meeting with you and any other group of these Eastern Kentucky people because Eastern Kentuckians have come to learn that you change not the product but the machine. Once you get that assembly line started in Detroit, you don't worry about whether it can produce enough cars for the American public, it can. It's the question of how many you want ordered, it can produce them for you. Before Henry Ford changed the production system the car was a luxury item and you didn't get them in Eastern Kentucky. Now we have changed this system for delivery of services and goods and facilities to people in this country. In the process there has been some interference and we have developed a number of terms that are popular in those days.

We're talking about the multi-county development area. We're talking about the multi-state-federal regional commission. When we first talked about those things and they came out of the recommendations of the Eastern Kentucky Commission everybody said that you all are wanting to complicate, create new layers of government, we won't be able to run our own affairs. You're just fouling up the ball game.

Today the argument is not about whether you are going to have multi-county development groups but which one, which county, what kind of organization, and so forth. For this is the kind of confusion we are in. Out of the planning group, the President's Appalachian Regional Commission, which produced the Appalachian concept, whether you know this or not you need to know it, it's not altogether good, but out of that group in Washington based on the concepts of the program, 60 developed by the Eastern Kentucky Commission came almost every single piece of the great society program, the new frontier program, the great society program, for social progress.

Now I said it in all good faith because we made fantastic mistakes with a lot of others. I have to go back to one other conversation we had in those days to elect "a former president" then move on a bit. We had a conversation shortly after the time when we had begun to put the elements of our program together and the elements of our program included a highway system in Eastern Kentucky, not a highway but a highway system.

Recommendations for health, recommendations for development of forestry, these are the kind of action things that people think are important. Working at the level we're working at, they're really not important. The reason they aren't is that if you give the people a system to move them, they'll move them, you don't have to worry about the action. What you have to worry about is the system and so we talked about these kinds of things, but we also talked about a recommendation that there be a state-federal Appalachian regional development program. We talked about area development because our communities are too small and yet we talked about an area school system because we recognize that the school district is inadequate and this is one of the kind of things I'm going to end upon this morning.

We sat one day in ridiculous optimism and began to worry about what would happen if we were successful. We said, "This machine is so good that if we sell the thing it's liable to flood us with goodness and we probably can't stand it." We were serious and that is the greatest way you have today because out of the same concept is to come the poverty program and in my opinion the poverty program has set us back ten years. I say that without fear or failure. Not because, again, of each action component, not because of Head Start, not because of Upward Bound and Over Leap and whatever else they've given these names to. These are fine programs. But because of the system, because they tend to leap directly to the local people who are an unfair partner and the whole big Federal Government with all its strength and size comes in on one small community and says, "We're going to be a partner with you." Well, pardon me, but I say they are not. You can't have a partnership between these two kinds of people. It's unfair. You've got to have strength on both sides of the partnership. So we talked about not only changing the system in Washington and at the state capitol to create not only strength but more efficiency of design and approach there. We talked about strengthening the local level. Out of that has come an awful lot of confusion.

Then I was talking with Franklin Roosevelt, Jr., when he was chairman of our President's Appalachian Regional Commission, and he gave me one time on the type of quotes that I can always remember. I don't remember the ones that most people bother their speeches with. I get a little bored with all of this. But this one I always thought was great, you have to think about it for a minute and I'm sure you've never heard this one. It was said by his father, Franklin Roosevelt, former President of the United States. They were talking one night and his father was worried about a wave of decisions that he had to make, each of which was horribly complex. He said his father finally rubbed his hand back over his head and said, "You know I've come to the conclusion that when you're so confused that you don't know which thing you ought to do, then's when you ought to do the right thing." I think that the United States has almost reached that point.

If you look at the kind of recommendation that you noticed I'm trying to pedal, by virtue of Bill Garder's article in the Courier-Journal, we really are trying to say that this Appalachian concept needs to work in the United States. I make this quick explanation simply to point out that we can no longer, and I'm going to come to this in point three more strongly, we can no longer enjoy the uniqueness of the Appalachian



concept. We've had it for three years, and we've had it in a way for ten years building it. It took us this long to build it, take it to Washington, get it adopted, get it moving. Although we've had the full use of it almost exclusively for three years, at this point in the 1969 Congress, without question, it will no longer continue.

I'm an optimist as everybody knows, constitutely incapable of pessimism so just as a practical matter, if you'll look at the signs that the Appalachian concept will either become the concept of this country or it will be lost in 1969. It may be a phasing out operation, but the loss will win her or lose her between now and mid-1969. The next twelve months your program is on the line. And the reason is the confusion. That's one reason. An aspect to the confusion which is peculiar to our times is the other reason. It comes to this, there are so many different programs now that are focusing on the needs of people. In flying this flag, we're all doing the same things to the same people in so many different ways. The people are tired of it. Plus the fact that the failure of many of these approaches has produced an attitude which I'll have to stop and explain slightly.

When a fellow goes out and it's his job to get a job done, and after a while he sees he can't do it, he pretty quickly looks for a scapegoat, if he wants to stay alive. If you can't do it, you got to blame it on somebody. What we have tended to do with the poor people in this country differs from what the Eastern Kentucky Commission did.

The Eastern Kentucky Commission said, "We've got a tough, hard job to do, but we can do it. And we've proven that it can be done on that track. But in the meantime, somebody came along who didn't enjoy the same worriness to take the long, patient, hard work road. And they wanted it quick, and they didn't get it quick and now they're saying to people, black, white, poor, and all kinds, "You didn't get it, and we can't seem to get it for you. Therefore, the reason must be that there is a bunch of fellows keeping it from you, and what you need to do is to take it away from them." That's what's happening in this country. It has settled in art B of this program on the surface. I watched and had something to do with the initiation in the Federal Bureaucracy of the idea that if you were not sure where to put something, put it in Appalachia. And let me tell you, you have had the advantage Eastern Kentucky has enjoyed in every, and the record will prove this, single grant-in-aid program in which there is not a predetermined formula.

Eastern Kentucky leads the nation per capita for dollars invested. Every one, you didn't miss a one. This is because of the kind of things you've done. It's also because of the system which your Eastern Kentucky Regional Planning Commission which in itself is a system. It was a new institution capable of a lot more. The best health system, the world's best rural health system, in the United States and this the world. It's just gotten underway. Planned by local people, but it's the most sophisticated system in America. And you'll notice the word system is in everything I just finished saying, ETD system, highway system, educational system, health system. What that all spells is development; because of everyone of these systems are built for strategy. Find me, including New York City, any place else in the United States

where you will find this combination of systems going to work for the public dollar, and I'll give you a dollar, because it doesn't exist. That's all of Part I, you're on your way. You have systems established. I'm going to advocate today your defense of those systems and let you hang in there and go a little further.

Part II is where are we? Where we are is the problem. I touched on that just a little bit. In the 1969 Congress, a number of programs that I presume will be familiar to you but they're basically federal grant-in-aid programs. EDA, OEO, and many aspects of HED, and one of the grant-in-aid aspects of HEW and a whole new system of operation coming out of the U.S. Department of Agriculture all will be up for renewal decision by the Congress of 1969. In addition, the Appalachian Regional Commission will have before that Congress, this isn't a choice with us, the funding for the two years of our program, 1970-71.

In addition, five other commissions which claim to be like the Appalachian Commission but I warn you, they are not, will be in for their first heavy funding. In addition to that, and to put the cap on the whole thing, we have a Presidential campaign, and whoever wins will have to go into the new program. If you read a quote in the paper yesterday and the one I'm concerned about, I expect to be the fellow, and let me tell you that's not personal, I expect there are going to be some fellows, and I'm going to be sure that as one, who could you say to that President-elect--"I just happen to have a bill drafted here, that's an airplane ticket." It doesn't matter what you show him, as long as you've got one somewhere. That will meet your need for a new program because when Congress sits down and takes a look at this wild array of confusion, all at once, these things haven't happened since '60, they just keep building up and building up, and they're going to have to look at them all at once. I think they're going to say that we have to straighten this out. Whatever amount of money you've got, you could use it better this way.

In essence, we're talking about a national system of regions, a national system in which in each region there is a series of both our county development units, some of which are metropolitan, like the counties around Louisville or Lexington, and some of which are non-metropolitan, like the counties in the Kentucky River Valley, or just Northeast Kentucky bed, and some of which are in the N.E.S.E.A., usually the small metropolitan service areas, or poverty, but we're talking about a program aimed at certain national goals that can be spelled out in the preamble and which have already been itemized by Congress. Since we use national goals roughly could be equated as elimination of poverty, elimination of unemployment or full employment whichever way you want to put it a creation of a system which best promotes human justice, we're talking about civil rights, etc., and a system which promotes an improved physical environment, the air, land, and water problems that we're facing and a system that promotes proper urban and community environment or residential environment, which means community development, area development, regional development, that kind of thing. I think if you take those five objectives, you're got to set a national goal. All five of those ought to be endorsed by the Congress, and by the states of this country. So in essence, that's where we're going.

Part III, obviously, what we're after here is something planners and public administrators could call a management system. I can give a quick formula which I always find breathtaking and exciting and I'm told that it's true. That is if today there are as many living individual human beings on the face of this earth as all of the human beings that have ever lived on this earth before, the birth of some living individual. In other words, if you wind up all the people who ever were, you've got a graph that looks like that and this equals that. I think if you apply that formula to the stress of our times you would also find that we have all the force to do good or evil. All the electrical force or whatever kind of energy you want to use is available today more than it has ever been available.

I suspect there is as much technical knowledge today available at one time as much as there has ever been over time. I also suspect that our problems are similar to men's problems of all mankind through time. This is an interesting equation because it means that we have come to the absolute point. Equals equals equals. And equals equals equals sometimes results in a zero balance, which means nothing or something, the best we might have ever had or the least that can be is a question of management, but now I'm the sophisticate talking.

I'd rather take a minute and talk like Bert Combs used to talk when he said, "We are too wrong, too poor to paint, and too proud to whitewash and what we need is a good faith effort." Because I think all the management in the world is no good unless you have good faith. And I want to conclude in talking about this Appalachian concept, by saying it's a system of good faith. It's a good faith system, not so much a planning system.

As a matter of fact, the planners don't like some of the things we do. Our planning commission, for instance, consists of thirteen politicians. That's thirteen governors, but they're thirteen politicians. Who in his right mind would create a planning commission of thirteen governors? They're even going to get Nelson Rockefeller, Lester Maddox, and George Wallace in the same boat. The reason you do is good faith in humanity. When I find these people rejected, the idea that you can have human justice in Mississippi, I think they lack good faith in themselves and in humanity. You can have human justice in Mississippi, it won't happen overnight, but you can. The same people reject that you can have development in Eastern Kentucky.

As a matter of fact, they become so intellectually snobbish, that they reject the fact that you should have development in Eastern Kentucky. Why? It's more efficient someplace else. The efficiency has produced Harlem and Bedford's Styvesant and those areas of Chicago that perhaps some of you have been to, and the areas of Detroit which there isn't much point of going to anymore because they're gone. That's the project of efficiency in urbanization in the planner's approach.

What I'm saying is this management system has to admit the realistic capabilities of people, and when we design things like multi-county organizations--this is not to achieve a sophisticated, fancy, academic kind of a system that people don't understand. It is so that the people that have to do the understanding will apply the strength to deal and

have a certain amount of good faith with the people who have to do the job.

Each little community cannot hire a technical staff but a group of communities working together, like eleven counties down in southeast Kentucky, can hire technical staff, and that staff, which they get good faith in, understands how to talk to a staff at Frankfort, which you might not have good faith in, and it can talk to a staff up at John Darner's HEW, and I wish you understood more of this. But you get closer to the picture, and it's not a planning process alone, and it's not a management system, it's a good faith system.

My final point is then, we have to change, our people have to change. We have to have faith enough between people and technicians to understand that without technicians, we can't develop Eastern Kentucky. But the technician has to come to understand that he can't develop Eastern Kentucky without our people. It's this kind of trade-off.

We have tried to bring the technical force, and the political force, closer to home and you can't bring it close home unless there is strength at home to handle it. That means we have to change at home. This is the Appalachian concept. I'd like to make two points. One is, you talk about education. Among five general recommendations that the Advisory Committee have made, one is for area cooperative systems. I happen to feel that's the most important of all the recommendations because that will build you a system. If you've got better systems of management in education, and you can operate at a larger level, but one in which your county superintendents still exist and still have good faith, then you can handle pre-school education, and you can handle vocational and occupational training, some of these kinds of other objectives, that you cannot handle as the situation stands. The problems then, upon which I end, is that if you don't do this, it will be done for you. There is no question in my mind but what the '69 Congress will respond with some kind of answer.

If you don't help us produce the evidence that the Appalachian good faith and good management system works and that you local people believe it works and that you have good faith in it, if you don't have that kind of testimony strong in the Congress, you will get an answer. It will be an answer bred in the cities, bred by the planner, and bred in twentieth-century America, and in my opinion, it will be a guideline for destruction. It will be a federal education system, and they will give you the programs that you should have, in their opinion, it will be a guideline for destruction. (It will be a federal education system, and they will give you the programs that you should have, in their opinion,) and they will not consult you except for the piece of paper that said they did and show you the plan and you will find that the plan was written by somebody else and you signed it in order to get the money.

So I think the time of the challenge is here. I guess this is going to be a twenty-page memo. I'd like to have kept it shorter, but I felt it was urgent to bring this matter to you. We are as your staff, if I may still be the boy for you nine men in however many quantities you exist. I promise you the staff job, we will have a program drafted. We will need your understanding and support for it.

## EDUCATION IN APPALACHIA

Charles Foltz, Executive Director  
Education Advisory Committee  
Appalachian Regional Commission

Thank you, Dr. Doran, I'm honored to be here. I always hate to follow John Whisman. I do it too often. I'd like to tell you a story that I heard two nights ago in Charleston, West Virginia. The Reverend Jack Weller gave a speech to the membership of the Appalachian Educational Laboratory. He was a substitute speaker for the new Associate Commissioner for the Bureau of Research.

His little story dealt in terms of substitution and I'd like to use it as my problem in following John Whisman. He said that there was a small community near by him that had a yearly Strawberry Festival. Each year they put up a big sign saying "Come on the 16th of June, for a Strawberry Festival, 2-5." June came along with little rain, and the strawberries were small and miserable. So the church Strawberry Festival Committee added a little sign, underneath the big one saying, "Due to the lack of strawberries, prunes will be served."

As Jack Weller put it, prunes do have a certain purpose and perhaps I'm here to talk about some of our prunes, some of the problems we have and some of the solutions we suggest for them.

I feel like I'm a part of Eastern Kentucky because I've been here more than any other state of the thirteen states in the region. I feel that no matter what actions Congress takes or whoever becomes President, Eastern Kentucky is going to always come out ahead.

You have a certain single-mindedness of purpose, a certain drive, and a certain unique focus on problems which I think is unique in the country. As a case in point, about a month or two ago, I came down to be a part of a convocation at Lee's Junior College and I was driving a car which had in it the Associate Commissioner for Higher Education, Peter Muirhead, and his deputy, and one of Carl Perkins' aides. We were going down the Mountain Parkway in a bit of a hurry. A very nice policeman stopped us and told me I was speeding, which I was. He told me what I should do was to write a letter to the local county judge and let me proceed on.

We went to the convocation and I came back and wrote a letter to the county judge explaining I was carrying all these important personages down to help Eastern Kentucky and that the policeman was very thoughtful and I really appreciated his courtesy. What one would expect the judge to say is "Gee, you're a nice guy, and you did have all these important people with you. Since you're helping Eastern Kentucky, we'll let you off and we hope you'll extend to us other similar courtesies in Washington." I got a very nice letter back from him. It said, "We're pleased you were helping Eastern Kentucky, we're happy

to hear that the policemen we employ are so nice, and that will be thirty dollars." I appreciate this single-mindedness.

I am here to talk about education very particularly and the commission in terms of education. I think the solutions to the problems of the region will come through education and through services that education provides.

The Education Advisory Committee that the commission has formed, consists of twenty-five noted persons from the 13 state-region and some friends from the Federal Government all of whom here donated a great deal of time over the past eighteen months. They produced an Interim Report in November of last year, which has a quote on the front page that I think I would like to pass on to you if you haven't read it. It says, "Most of the modern innovations in education in America are attempts to return to the best qualities of the one-room rural school. Appalachia, therefore, has a unique opportunity to avoid false paths of the past hundred years and to create an educational system which can be a model for the future."

This is the challenge. We're not going to continue to have the preferential treatment that we have had in one way or another in the Appalachian program. However, I think something else is happening now that is much more important than being preferential since the character of the Appalachian program will be insulated in the rest of the country if they adopt our model. All federal programs, particularly those in education, are ones which have been designed by compromise of a great many national forces. The results of these compromises have been programs which have either been so general, as to make any community, state or region really unable to force them to face their peculiar problems or so categorical as to make them useless to Appalachia's several problems.

When you face up the problems in your particular field and start thinking what must I do to improve my part of the educational system, you end with a set of plans. Then you go to get money to help you implement your plan, and all of a sudden you find you have to change the plans because of general federal criteria that may apply everywhere in the nation but not to your problem. Now what we are about, in Appalachia, is trying to develop a system through local participation and local planning by which programs will reflect the needs of the region and of its localities, rather than forcing educators in the region to change their plans to adapt to national criteria.

Now I think although preferential treatment of Appalachia will continue to a lesser degree, what will emerge out of your and the commission's activities in education will be programs which reflect the peculiar educational needs of the region. Perhaps the total dollars going into this region from federal sources in education will not be any greater or less than the total going into other regions. However, the way they can be spent will reflect more directly the needs of Appalachian children.

The Educational Advisory Committee and its staff and the commission have come a long way from eighteen months ago when we started. One of

the effects of the commission's emphasis on education is a greater federal awareness of rural and Appalachian educational problems reflected by an increasing number of rural grants for Appalachian educational projects. This University has on its campus an Appalachian Adult Basic Education Demonstration Center to serve Appalachia, to pay particular attention to problems of adult education in rural communities as opposed to central city problems.

Parts of the federal establishment have slowly become aware, although not yet enough aware, that by concentrating on the cities, they're dealing only with the symptoms. If they're really interested in the cure, the services have to be provided in the rural areas, in better ways than they have before. What the rural areas should be sending to the cities are people who are not drains on the city's economy, productive people.

Federal agencies are also beginning to understand as out-migration slows down and as rural areas and Appalachia particularly are beginning to develop, that the rural problem isn't going to disappear and, in fact, maybe in ten or twenty years there will be a reverse migration. Maybe in ten or twenty years with highway systems and other methods and modes of transportation, they're going to have to be very much concerned with the problems of Appalachia and other similar rural areas because that's where the services are going to have to be delivered. That's where many of the people are going to continue to live, perhaps more than before.

Given this region, that has very big problems in education and limited resources, it became the task of the Education Advisory Committee to focus in on what priorities should be set for education to promote economic development. The Advisory Committee felt that one of the biggest problems in education, has been the lack of planning money. It is the only major area of public concern that does not receive much support.

The education system, thus, by pressure of circumstance and continuing demand for its services has become a reactive system, rather than a system that looks ahead and shapes its destiny and those of the young people for whom it is responsible.

This is changing. We are beginning to realize that in order to create young people who are prepared for the future rather than the past, we have to decide, given the multiplicity of great opportunities which are the most important to invest in. Where there are limited resources, and they'll always be limited, where should they be placed to get the biggest return on the dollar for people?

The Education Advisory Committee met last week and recommended to the commission that there were five areas and five areas only at this time, in which the commission should be preparing its plans, developing programs, and urging and helping states, the localities, and the Congress to develop programs. The committee, stated that state committees, state departments of education, and boards of higher education in the states would have to be brought together and consulted on these priorities before commission approval should be sought. Final

action will be dependent on the judgment and action of responsible state and local agencies.

The first and the most important problem John Whisman mentioned to you--our public schools, county systems, city systems, and other administrative units are really too small to be able to provide the children in the rural communities the kinds of services they should have. This does not mean that the people there are not good, that they do not try very hard, but they are simply limited in their resources. Now states have been consolidating schools and school systems for years. They have had a great deal of success. In fact, this state has been one of the leaders in doing this. However, because of our topography, our ups and downs, and our road systems, super consolidation cannot be the only answer.

The committee felt the first priority was an attack on this problem by planning for and encouraging the voluntary association and cooperation of school districts into educational service cooperatives. Districts banding together saying, "These are particular kinds of services that we cannot afford alone, but which together we should be able to afford." There are plenty of examples of this across the nation. Of the 50 states, some 35 have made attempts at this type of cooperation, most of which work fairly well. Some of the best exist in New York and Wisconsin. Texas recently established a state-wide network of these service groups.

The question arises--how can these be supported? Obviously, money is going to be a problem. We have pointed out that some already exist through Title III of the Elementary and Secondary Education Act. In fact, here at Morehead and at Eastern are some of the beginnings of such cooperatives working with the school districts. We have felt, in fact, that the models in Eastern Kentucky as they are developing are particularly good ones because they involve higher education institutions.

The region lacks very badly in trained, able, capable staff in education and the best immediately available source of such staff lies in the higher education institutions of the region. They should be able to provide services and substantial additional help to the school districts. The problem of Title III of the Elementary and Secondary Education Act is that, like all federal programs, it's uncertain of its process. It's frequently unclear of its mission. It has no attempts to create institutions that will grow and permanently provide new and needed services.

If this type of cooperation is going to exist on a basis that will continue to assure new and better services for children among the school districts, it must have not only federal support, but state support and cooperative support from the districts themselves where possible. I won't dwell on this much longer, and I'll only note to you that committees similar to yours have started action of this kind in their states. We have the three counties of Maryland which are in the Appalachian Region. They have a committee of these three counties, they're fairly large counties, that have worked together for the last eighteen months. They have generated many cooperative actions of different kinds between those three counties of different kinds just using existing resources. They are now at a point where they want to establish a formal cooperation on a continuing basis, and I think within the next year or so they're going to have one.



This was action by the local people, by the county superintendents, by the state department, the junior colleges in the area, the senior college in the area, and it has support from the University of Maryland. The very existence of that organization has forced the state to change its policies to favor Appalachian Maryland and use it as a law of experimentation and new developments in education.

The second priority is expansion of occupational preparation opportunities in Vocational and Technical Education. Dr. Carl Lamar has been very active in providing considerable leadership in this area and has concentrated the Appalachian program in Kentucky on developing a new capacity for vocational-technical service. The committee stated that there were three specific things needed in vocational and technical education in the region.

First of all a planning system which provided for the first time information as to where jobs were going to be 8 to 10 years from now so that the current investments in vocational and technical programs could be examined as to their relevance. Education could with the kind of feedback provide the leadership to help kids understand what kind of employment is available to them in the years ahead and help them to prepare for it. Education has suffered too long from any inability to define the future and marshal its investments to meet those demands.

The commission has taken some leadership in trying to define the occupational future of the region, and is issuing a report in October to provide assistance to the state departments and the school systems. We have gotten support, a great deal of support, from state departments in doing this and we will be working together to develop such a system of goal setting in each state. Although it may seem like an unimportant item, I would say the management information system that the Kentucky State Department has been developing is better than that of New York, which is usually held up as a model for the nation. However, there is still work to be done.

The next problem, is simply again the problem of money, not only for more relevant vocational and technical education but for a larger system with more choices, particularly for high school students but also for post-secondary students. One of the most obvious problems is the fact that you need a certain number of students to be able to afford a good vocational-technical program and that because of our geography again you usually can't get these numbers of students together in a small county system or city system. The commission is considering building a few residential regional schools. These could be really top-notch schools training in a whole series of expensive-to-equip modern occupations. They could provide residential facilities for young people from all over a state or several states.

A third sub-area of concern is that the committee finds that there is no formal system for preparing teachers and counselors for vocational and technical education. There are existing programs in the colleges and universities for preparation of teachers in vocational agriculture, home economics and industrial arts but few if any to prepare teachers of automobile mechanics, computer technology, para-medical professions, etc. The few that do exist are not adequate enough to supply the numbers of

people we're going to need for these schools. Further, there's inadequate preparation in terms for counselors of vocations. The region doesn't have enough counselors to help kids get to college much less enough counselors to give youth opportunities to know about what there is to do. There must be a massive effort made at all levels of government to create a formal system of supply of such personnel.

Another major concern is that our educational system requires young people to decide about the ninth or tenth grade what it is that they are going to be doing with their lives in terms of how they handle their schooling. The problem is that schools require them to decide essentially on the basis of limited or almost no information about what there is to do.

Now counseling is only part of this. Parents in Appalachia don't want their children to go to a vocational-technical school in many cases because their idea of industry employment is based on the poor job and labor conditions of their youth. What they did was pretty unpleasant and pretty punishing, so, of course, they don't want their children to do what they did. The parents, therefore, don't know what there is to do either, and tend to want their children to stay away from what are now very rewarding industrial jobs. In the schools there is little evidence that teachers at any level are given the information about the world of work which might teach the children to help them make an informed decision about what kind of courses they take and where they head for.

The committee's recommendation was to make efforts to provide occupational orientation a priority concern. This could be done by developing a curriculum for seventh to ninth grade students, ideally based on projection to teach occupational information, what there is to do, not how to do it. This may have to be a national effort, but each state could be contributing to it and working on it. With early commitment to providing such a service a good part of the development might be done in Appalachia simply because we're the people who are more concerned with this need.

Another way of providing occupational information is a program developed by the Maryland Education, Appalachia Education Committee. They are, over the next three years, putting their three school systems together into a thorough teacher training system by which they are going to use outside consultants, university staff, industry people, to help each teacher in each system at every grade to develop parts of their curriculum which will provide occupational awareness and occupational relevance to their children. This is something that could be done through an educational cooperative, with the central staff helping each of the districts. I might mention some of the specific things they'll be doing. Ohio came up with the idea that seems to be a terrific one of bringing in all the parents of the second and third graders to tell the kids what it is they do. It's free! The parents love it! P.T.A. and community participation in school affairs increased tremendously and both parents and children learn in the process.

There is very little local industry in the rural counties of Maryland. But they're going to take children to see what the jobs are in a hotel, and a motel, a five and dime store, and they are going to have the children talk to people who hold these jobs. The school systems are

trying to work out a program by which they can exchange children with Baltimore City. They'll bring central city youngsters to a camp in Garrett County, Maryland, in the summer and take rural high school students to Baltimore to show them city life and what big industry does and what the jobs are there. These are a few of many examples of the components they are planning.

The fourth priority recommended was the development of state-wide systems of early childhood programs. We say early childhood, not kindergarten. Most of our states do not have kindergartens, much less ones that teach rather than just take care of children. What is really needed are plans for teaching (at least disadvantaged children) all the way down to three years of age in the public schools, because our real concern is with the child from three to eight years of age. There are now follow-through programs, there are Head Start programs, there are catch-up programs, but none of them have been put together into an integrated whole. One of the big problems lies in the federal establishment. We are very much aware of this, and one of the things that came out of our last committee meeting was Dr. Frank Rose, the President of the University of Alabama, who is chairman of the committee, has agreed that he will go with the staff and talk to officials of OEO and HEW to see if better joint planning and operation of Head Start and Title I (ESEA) can't be achieved. These are simply administrative problems but they make planning impossible.

Again the question becomes one of money for early childhood programs. Some of the money is going to have to come from the states. All the planning will have to be done by the states in order to integrate not only federal but state and local money. If we can agree on this priority, concentrate in the school systems of the Title I and Title III funds, can get cooperation from universities and colleges in the region to develop early childhood staff, I think we can have good early childhood programs pervasively throughout the region.

This being a group of educators and people concerned with education, I don't think I need to tell you why good early childhood education is a priority or why it is so important. I'll just mention a couple of things to bring the point home. In your neighbor state, Tennessee, Appalachian Tennessee, we find that 65% of the children who enter first grade, fail and are held over. In tracking these kids, we find out that if they stay on through high school, which most of them don't, they are an average of 5 and 3/4 years behind when they get out. That means they have a sixth grade education even though they can show a high school diploma. That means by most criteria that they are functional illiterates. They don't even have the basic skills of reading, writing and arithmetic, much less any more sophisticated skills that will help them get a job in this modern day.

The last priority area is education manpower--developing a system that will upgrade present teaching staff and provide good new professional personnel for our schools. Do you realize that there are only three programs in the whole region with colleges of higher education to produce staff training in early childhood? We find that there is a tremendous turnover of young teachers, some 60%, in the first year in the region. In the rural area of the regions we find that the average

age of staff particularly at the elementary level is very high, about 58 and the region will be faced with some really critical shortages of trained staff in about 7-8 years. It has already faced critical shortage of people in terms of expansion of vocational and technical areas I mentioned before.

In view of this, recommendations are specifically that under the Education Professions Development Act, states set up continuing formal inservice for credit programs to develop existing staff and as well as preservice programs involving actual training in rural districts. These last will increase practicum to the degree that they will be placing many young people in training and teaching in rural schools permitting them to have experience--real experience--and training in teaching the rural child, whether disadvantaged or not, whose problems are different than the urban ghetto child. We hope a side benefit of such a system would be an increase in desire to serve in Appalachian schools, and better retention of good leaders.

The committee recommended that each state develop a plan to provide each school system in Appalachia an institution or institutions of higher education to work with them in accomplishing these goals. Again we've got to tie together better this system of higher education institutions with the system of elementary and secondary education. They are all tied together perhaps better in Eastern Kentucky than in most of our states, but there's still much work to be done. EKEDC, Morehead, Eastern, Lee's, and others have been taking the leadership in this, but there should be a formal system with both federal and state support to do this on a regular and continuing basis rather than sporadically. These are the priorities that the Educational Advisory Committee feels the commission should adopt.

We have been uniquely successful in having gotten the U.S. Office of Education to pay sufficient attention to Appalachia and its concern for education so that it has given the commission a grant to assist the responsible agencies, the state departments of education and the higher education commissions, to develop plans to meet these priorities or other priorities of their choosing. An additional piece of "hidden" agenda, not too well hidden, is the need for financial studies within each and all of the states and throughout the region, to provide better methods of support at the state level of education, including perhaps better systems of equalization than exists in other states. This, perhaps, the chief states' officers will recommend to us. We would love to help them.

I hope that we can all come together throughout the region and agree on these priorities and commit ourselves to them. If not, I hope we can agree on others, because the problem is agreement, it is priorities, and it is concentration of effort by all levels of education and other parts of government on the pressing problems of education. If we keep on trying to do everything at once, we will do everything badly.

Thank you.

## A PARTNERSHIP SYSTEM--LOCAL-STATE-FEDERAL

Frank J. Groschelle, Director  
Kentucky Program Development Office

The National Government cannot deliver to local needs. They cannot respond as rapidly as local needs require them. The local community cannot be a full partner in dealing with the Federal system. We must evolve a new partnership. The partners must have equal strength. Strength in this new partnership is to be gained by Kentuckians, local and state, in dealing with the National Government.

In the business world, success is measured by the profit the enterprise has succeeded in generating. Governments, on the other hand, do not have this concrete manner in which to measure success. Both government and business have limited resources and an almost unlimited area in which these resources might be applied. In both government and business, the implicit guide to success is the most effective use of these resources: leadership, talent, and dollars. The effective use of these resources depends a great deal upon the human decision maker. His ability to make decisions is based totally upon the information--and facts which go into those decisions. Decisions are normally based on alternatives, alternatives developed on the basis of selecting a proper course of action.

In government, all expenditures please some factions. However, it is only a small faction that they please. Lincoln said, "You can't please all the people all the time." You can't even please the majority of the people all the time. Expenditures of public fund allocations are becoming more difficult with the magnitude of expenditures that we have. Maximum benefits from decisions on expenditures are more difficult because we are not using the better governmental mechanism.

Federal programs are developed more rapidly than can successfully be understood or made operational to local communities. This has been one of the failings. We have failed to recognize this problem and failed to coordinate our effort in the three governmental levels.

The Kentucky Program Development Office is such a coordinating instrument for our various county, regional, and community plans in the state. If the state as a whole is considered as an open economic system, then the prime purpose in utilizing this entire system is the need for states and their communities to stimulate response from the private sector of the economy.

In evaluating the deployment of the resources that we have, there are two prime considerations, the need and the relative benefits. The problem here is not so much the recognizing needs--that's easy--but the devising of a means whereby we can identify specific needs, develop programs and cause their implementation to occur.

For example, a community wants industry. A community needs attractiveness to appeal to new industry and new residents as well as the general satisfaction of those who presently live there. This attractiveness either does or does not exist, but the need is there. Obviously, we cannot single out any particular thing that makes a community attractive. We know a community needs to be attractive and we know industry desires attractive communities. To this point, we have devised a mechanism that makes all of the parts more attractive when they are in a comprehensive arrangement. The measure of an effort to make a community attractive, can be quantitatively evaluated in terms of dollars spent to make that community attractive--the dollars spent which are public investments. Now, we in government can only talk about public investments. We can't talk about the investments of the private sector of the economy, but the test of a public investment should be this: does that public investment maximize a response from the private sector of the economy?

In Eastern Kentucky, we have seen an investment in a road system. What response from the private sector of the economy has come about as the result of that public investment? The results are quite obvious. If the programs and plans that we are talking about do not cause a response from the private sector of the economy then that public investment is probably unnecessary. The private sector of the economy generates 80% of the jobs. Once private enterprise was responsible for more but government has gotten so much bigger in the last few years that it provides jobs, but jobs without the profit interest, without the profit interest of re-creation.

Private enterprise generates 80% of the jobs in the country. Public sectors are responsible for about 20% and it needs to be less. If we are to be a part of where the action is, now and in the future, we must concentrate on a partnership--a partnership between the public sector of the economy and the private investor, and a partnership, a full-good-faith partnership between the three levels of government.

We are talking about a system. A system has to exist without the personality. If the personality can make the system work better, then wonderful! But the system must work without the personality. We are talking about the development of a beginning system composed of local, state and federal government. Within this system, there is room for a full partnership--a partnership between state and local government.

The one thing that is most accessible to local government is leadership. Leadership simply begins with an individual--one person. Leadership is available in all levels of government but it must rest with local governments. Leadership is available in creating local things to happen in local government. Leadership cannot be provided in Frankfort. Leadership cannot be provided in Washington. The Federal Government cannot respond to individual or local leadership.

The one thing that the state can do is provide technical assistance by providing staff expert teams from universities, from state government, to local communities. This is the system--local leadership, state technical ability, and the federal financial ability available from the superior taxing mechanism.

A good question to ask federal counterparts is: do you know why you are in the business? A good answer is: they are in business to redistribute the national wealth, not to provide local leadership, not to provide technical ability in business but to redistribute the national wealth. If we had the top of all three of these levels of government, providing their best, in rank order, we would have the three very basic arms for management delivery system.

Since government has traditionally reacted, we have now discarded a need to react. We have established an office whose function is to assist in courses of action--NOT reaction but action!

We must firmly establish this system and be capable of altering the system as necessity dictates, within the governmental framework, or we will continue to experience the many dissatisfactions that we now have in governmental operations.

## STATE PLAN FOR EDUCATION IN KENTUCKY APPALACHIA

D. C. Anderson, Director  
Division of Elementary and Secondary Education  
Kentucky Department of Education

Dr. Doran, fellow panelists, former Governor Breathitt--I am really happy that several legislators are in the audience--education needs you. I am privileged to participate on the panel even though I am serving as a substitute. By the way, I think I have served as a substitute most of my life and today the last person to be on the program which means I'm really going to be on the spot.

I want to illustrate by an old gentleman in traffic court just recently, and the attorney said, "Mr. Swartz, didn't you tell someone at the scene of the accident that you were not hurt?" He said, "I said, 'no thank you very much.'" He said, "Mister, I want you to say yes or no." He said again, "I said, 'no, thank you very much.'" He said, "Well, I went out this morning and I put my horse to the buggy and I put the dog in beside me and I was going down the highway and a car hit the back of the buggy and the dog went this way, the horse went this way and when I came to, a patrolman, a state patrolman, was standing there. And the state patrolman looked at the dog and said, "I think he's hurt and said "ping" and killed the dog. He looked over at the horse and said I think the horse is hurt and said "ping" and killed the horse. Then he looked at me and said are you hurt and I said, "No, thank you very much."

So, I feel somewhat in that category this morning.

I also feel, after listening to the other panelists and listening to this, and that we have a great challenge in education. However, I do feel a little bit like the lady that was going through the U. N. recently and told the guide that she was confused and after she had gone through the U. N. the guide said, "Are you still confused," and she said, "Yes, but on a much higher level." I feel that way this morning.

I have decided to use a portion of my time to brag on Kentucky's educational program. I need to go back and discuss briefly what we've been doing for the last few years in order to say we're going to do a better job from here on out.

Let us look at the background. I believe in Kentucky it's time for us to quit saying we are 42nd, 47th or 49th in the nation. I believe that we are moving forward, that we're doing a good job and now is the time for us to recognize that fact. I think that legislators and governors will do just as much for us if we say we are doing a good job and we'll get the money more easily by refusing to run ourselves down. May we look at some of these things.

It has been my privilege, to work with the southern states since I am associated with the Elementary Southern Association Program, and I hear



persons from those eleven states talk about the job that Kentucky is doing. Many of these states note the great improvement that we have made in Kentucky. So, let us take a fast look at some of the things. I think the vast number of people ask these questions, what has happened the twenty years since 1948? That was about the time I met Dr. Doran.

Another question, how does today's program compare with 1948? How does Kentucky compare with other states in our educational program? Are we keeping up with the trends? Are our high school graduates going to college? What's happening to our dropout rate? Is there adequate financial support? What is happening to quality education in Kentucky? I believe that we can answer in the affirmative to practically every one of these questions.

Now, may we consider the financial program. I am not telling you schoolmen anything new or anyone but let's just hurriedly hear the facts. Instructional salaries are up 21% for the next two years. We say great percentages in the last two or three administrations here in the state. We are so appreciative that Kentucky is moving on up the ladder. Current expenses, up 61%; capital outlay up 107%; overall program up 31½%; local taxes have gone from \$57,000,000 to \$59,000,000 but look what's happened on the state level - from \$158,000,000 to \$224,000,000. The future of education in Kentucky, as far as I'm concerned, looks pretty good.

However, I want to say something that is very close to me and I think will be of help to this program. Kentucky's accrediting program which came on the scene in 1959. It was a new program, it was the first time elementary schools had ever been classified or accredited in Kentucky, and did you know that we're standing alone in accrediting in Kentucky, schools in the south and as far as that's concerned even to the north of us. In other words, we're about the only state that assign classifications to all elementary schools.

May I mention some of the accrediting procedures? We came up with a plan in which we call our elementary schools by name. The Extended is the best elementary school that we have. The Standard is the next highest. The Provisional and then the Approved which is the very lowest and which our State Board of Education hopes to do something about. We also have the high school categorized. We have the comprehensive high school that we hear so much about. We have seventy-one in the state now. We had only thirty-seven in the first year, 1959. I'll say a little about that as I go along.

In summary, we have then the Comprehensive, Standard, Provisional, Provisional Emergency and the Temporary Emergency, well you know what the State Board has been doing with the emergency schools. We're trying to eliminate these Provisional and Temporary Emergency schools.

In 1959, we had thirty-seven comprehensive high schools with an average of 55 offerings. Today, 1969, we have seventy-one comprehensive high schools with an average of 68 offerings and up to 99. One school in the state is offering 99 credits. Now that means our youngsters are getting a variety of courses in which they can participate. Instructional supervisors are concentrating on ratings hoping to improve the instructional program.

Let's look at the elementary schools with less than eight teachers. In 1968, we have 498 schools with less than eight teachers. We have moved fast. We're moving from small schools to large schools, and we're moving just as fast as we can. We are down to 195 school districts. Well, I remember when I went with the State Department we had 224. There is a possibility that the number of districts will continue to decrease. The last account we had 234 one-room schools, with an enrollment of 4,000 children. I imagine if we counted them now we'd have less than 200. Many of our mountain counties don't have a single one-room school. The trend then is toward larger schools where we can offer enriched programs.

May we look at the library services, for instance, to show you how we think our program is working and we want it to work better. In 1961, we had 136 elementary librarians. In 1968 we have 629 elementary librarians. In 1961 we had a total of 613 in all schools. Actually most of those were in high school. Very, very few were in elementary. In 1968 we have 1,001 librarians, and most of you school people know the library's the heart of the school.

Look at the guidance counselors. In 1961 we had 200 counselors, most of them in high school. In 1968 we have 437 with many of them in the elementary school and I'm glad to hear the person who spoke just a few minutes ago say we need guidance counselors--more guidance counselors--to work with these programs.

Now let's look at the special education, the handicapped child, the child who really needs attention. In 1960 local districts had all of 99 units; in 1968 we have 660 units and by the way, in 1960 only 29 districts had special education programs but today 131 districts have the 660 units.

Let us consider rehabilitation. In 1963 Kentucky ranked 21st in the nation in rehabilitating the persons. In 1968 we are among the top ten states of the nation. Things are happening to the rehabilitated youth.

Instructional personnel has a philosophy which covers the needs of all youth. We must provide a place for all youngsters in the elementary schools, in the secondary schools and in the vocational schools. We're saying to our supervisors and consultants, see that schools exist for children. Discourage the idea of having a set of hurdles to be cleared before entering a grade. Encourage school districts to try the system. In other words, we are thinking about a continuing progress, pupils move at ability level, a child never stops moving. I am pleading with you school people here today to forget about what is happening to children. I think we will cut dropouts even further if we will work on the continuous progress idea. I am glad Dr. Lamar is here today because I know his philosophy includes the welfare of the child. I rode up here with him and I appreciate his concern for a closer working relationship between general and vocational education.

One of our speakers mentioned that six new vocational schools have been constructed in the last few years and eighteen extension centers. The Vocational Act of 1963, of course, made all of this possible, or helped.

New programs included, such as business and office education, ornamental horticulture, household appliance repair, data processing, highway technology, home economics, occupations of all kinds, mine machinery, and others. We are going to have to train them for jobs that are not even in existence but will be in existence in the very near future. The enrollment in vocational education, 1963-67 has increased 56.9%. Do you have any idea how many persons are enrolled in the vocational schools in 1967? This figure is 94,903, almost 95,000 and I'm sure now that it's well toward the 100,000.

Let's look at the driver education program. Driver education is needed in Appalachia and it is growing in this area. We had 164 teachers two years ago in driver education and now we have 250. You can see that we're moving that program fast. All evidences indicated that Kentucky has provided the educational opportunities and services to a degree equal to most states.

As I mentioned earlier, we accredit 1,038 elementary schools and 438 high schools. More students are being graduated from high school than ever before. More are going to college, and we know that Dr. Doran is aware of this trend. What are colleges and universities doing to keep up with this great demand for college training? With all these new buildings around here we think Morehead can do it. Seventy percent of all ninth graders who enter our large high schools finish. I don't have the exact figure but in the small school it's way down the line. Do you realize that about 70% of all the graduates from our large schools go to college, but from the very small schools 35-40% of them go to college because they don't have the opportunities. Schools are becoming institutions for all children. I am so glad that the kindergarten program was mentioned. I want to say to you legislators and former Governor Breathitt we hope you will use your influence in getting the kindergarten program in the foundation program. Kentucky deserves a program that will work. Let's not be satisfied with status quo, the conservative, the Civil War orientated type of school. Rigid scheduling must give away to flexibility.

The middle school is appearing on the educational scene. We need to be ready for a middle school of (5-8 or 6-8) and we must come up with a special kind of effort to reach those youngsters of middle school age.

Our plans must include a qualified teacher for every twenty-seven students, and we can argue that, some say less and some say more, a good principal for each school, a qualified librarian for each school, a guidance counselor for each school at least to every three to five hundred students; services for special supervisors in the field of art, music, reading, physical education, math, science, social studies and kindergarten. Let's look to our Appalachian region with the idea of who put instruction first, make it the nucleus. You know, I found, during the time I served as superintendent that I wanted to give attention to transportation and a lot of other things, at the expense of instruction, but instruction is why we are here today. Instruction is why every school operates in the state, and so let's give more attention to instruction. Administrators, may instruction become the center of your philosophy. Administrators who have that particular kind of philosophy provide a flexible program, allow people to progress at their own rate. A program that de-emphasizes failure; a program focused on what can happen to children; a program that recognizes the worth of a diploma to youngster.

As an example, many years ago, the University of Kentucky made a study of Eastern Kentucky dropouts. University personnel went into Ohio for purpose of finding out about our dropouts who were working in Hamilton and Dayton. The heads of those industries, said to those making the study. "You have sent from Kentucky mountains some of the boys who dropped out in the eighth grade make higher on our tests than those who graduate, but please, send us people with diplomas, they make us better employees, give us people with diplomas."

This idea of kicking a youngster out because he isn't meeting high school standards and not giving him a diploma even though he has worked to his ability is for the birds. We owe our youngsters everything that we can give them. I sometimes say that education is like a belt with three sections. A child steps out on it at the age of 3, 4, or 6 and gets on maybe the left-hand section which travels a little slower, the middle a little faster, and the right-hand real fast. He may switch from section to section until he finds his place but it never stops moving and that's what school people should consider if we're going to do a job in Appalachia.

In one of the Appalachian schools three years ago, you wouldn't believe it, a lady told me, who teaches English in one of the schools, had flunked 25 of the seniors. She said to me: "Anderson, I'll die before I teach them on any other basis than to get them ready for college." The principal came to me and said, "What can we do to solve this problem?" I said, "Put them in groups, and give her the highest group in junior and senior classes and maybe she will not be able to flunk as many. The principal followed my advice and it helped. Again, the State Department of Education is trying to serve children through local leaders. A program that recognizes the worth of a diploma is important. An academic program tailored to the child should be our chief goal. We should look at the individual differences within the child himself and not with a whole group. It is easy for me to get worked up over this because I believe in it.

A vocational school within reasonable commuting distance of every child is a goal of Bureau of Vocational Education and State Department of Education. We are going to have a program in the vocational school designed to keep graduates home. If we cannot keep them in Appalachian areas, what is wrong with educating them for Dayton and Middletown? We want vocational schools with built-in objectives for the area, a learning center for adults, an information and recreational center. Perhaps, our schools should be open eleven and twelve months out of the year. If we don't have an extended program, the school should be open for somebody to learn full time. IBM wouldn't think about shutting down its buildings three months out of the year or two-and one-half months out of the year, it isn't good business. Let's keep our schools open and I know the federal program has learned a great deal with that particular phase of education. A school with love for children, with an interest in protecting them and an appreciation for the opportunity to teach is a part of our philosophy. I want to apologize for going so fast but there is so much to say.

Thank you so very much.

## POTENTIAL FOR RURAL GROWTH IN APPALACHIA OF KENTUCKY

Edward T. Breathitt, Jr., Chairman  
Institute on Rural America

I am pleased to be here today, in part because it gives me the opportunity to describe, in outline, the purposes of the Institute on Rural America which we have formed with the assistance of the Ford Foundation.

You may recall that about two years ago, President Johnson created the Commission on Rural Poverty to take a penetrating look at conditions of rural poverty, to examine existing programs intended to relieve these conditions and to recommend how opportunities could be extended to lift rural Americans out of human decay.

The President made me Chairman of the commission. From the outset, we took the view that it was not sufficient to focus upon the comparatively narrow problem of relieving rural poverty alone. Instead, we sought to frame recommendations to achieve broad-based, widely-distributed, and sustained rural development which would eliminate the deep-rooted causes of poverty in our non-metropolitan areas. Our recommendations sought to strike the most creative and acceptable balance between short-term anti-poverty measures on the one hand and long-term developmental programs on the other.

Inevitably, our recommendations called for a considerable expenditure both of money and national concentration. The report was submitted last September--and as you all know, in the intervening time the administration has had a most difficult time in just keeping the poverty program alive, let alone extending it into a full-fledged developmental program on a national scale. In addition, other concerns have pre-empted the spotlight of national attention, most notably the problems of our large cities and the conflict in Viet Nam.

As a consequence, only halting progress is being made toward developing non-metropolitan America. Other issues have squeaked louder and hence have gotten the oil. The poor in rural America bear their hardships more quietly, but with no less agony than their city cousins. The deprivations of rural life are better known now but they do not yet know the nation's conscience.

Still, I am hopeful that the momentum generated by the President's Commission will not be lost. It is of the utmost importance that we remember these people left behind in our progress to prosperity.

The Ford Foundation is providing the means whereby we can continue to communicate the critical needs of rural America to the nation, and recommend ways in which they may be met to high level policy makers at the national, state, and local level.

There is another dimension of purpose behind our institute. This arises from considering what America will be like in twenty to thirty years if the trend toward concentrating our population in a few dozen major cities is not reversed.

We have fairly authoritative estimates that by the year 2000--only thirty-two (32) years hence--300 million people will live in the United States. Projecting present trends, about 100 million of them will live in ten huge metropolitan areas, ranging in size from 5 million to 23 million. Another 120 million will live in 285 metropolitan areas, ranging from 100,000 to 5 million persons.

All told, 85% of all Americans--255 million persons--will live in urban areas.

As a nation, we have not yet recognized the fantastic consequences which the uncontrolled growth of the megalopolis implies for the ways of life we value. We have not yet come to grips with the technological, social, and cultural imbalances between metropolitan and non-metropolitan areas--imbalances which no longer give people a real choice between living in urban and rural areas.

Despite advances in the technology and communications, the depopulation of our rural areas and small towns is continuing--because increasingly people are finding it too costly, in terms of economic and social opportunities, to remain in them. In other words, even for those who are not "poor" in the statistical sense, the quality of life in all its aspects is depressed in comparison to the cities.

We in Appalachia are accustomed to this process of attribution--it has been going on for decades here. But in fact, it is a national process, and portends grave national consequences during our lifetime.

Hence, our institute has its roots both in the wish to achieve implementation of specific recommendations of the President's Commission and to call attention to the whole problem of urban--rural balance--and the imperative need that begin to anticipate and forestall the national crises which are now imminent.

We will focus upon improving the capabilities of governments functioning in non-metropolitan areas to plan and implement broad-based, widely-distributed, and sustained social and economic development so that non-metropolitan areas will be neither ghettos of poverty or depressed in terms of modern urban opportunities. In speaking of "governments functioning in non-metropolitan areas," we refer not merely to "local" government--that is, municipal and county governments, however they may be called. We include other, special purpose public agencies such as school boards, water and conservation boards, and so on. And we most definitely include the state and federal governments--whose influence is felt in non-metropolitan areas just as surely as "local" institutions.

As a general observation, the performance of all these governments--and, taking them as a whole, the governmental system--has been

inadequate for planning and development for modern circumstances. It is impossible to state in a few sentences the precise causes of these deficiencies. For state and local governments, we approach the answer when we consider the cumulative fiscal, philosophical, and constitutional circumstances which limit their ability to undertake new programs. In addition, government at all levels--federal, state, and local--has failed to understand that programs designed to meet single problems, without reference to the total context for development, are no substitute for the comprehensive, integrated programming of community priorities. Further each has neglected to use fully the resources the others can bring to bear in a cooperative approach to problems. I believe the Federal Government, in particular, has neglected the latent capabilities of state and local governments to plan and administer developmental programs if given the incentive and responsibility.

Nowhere is this failing of the Federal Government more readily apparent than in Appalachia. In some other parts of our country, the problem is to inspire local leadership to join the development effort. Here, however, there is an abundance of energy and enthusiasm just waiting to be harnessed in development programs.

I believe that Washington is beginning to recognize the potential of state and local leadership. I spent three days there last week, discussing the institute with key policy-making officials of the Departments of Commerce, Agriculture, Housing and Urban Development, Interior, and the Office of Economic Opportunity, and others. I detected a growing sense that the prevailing system of development programs--in which project categories are developed at the top and sent down--was not engaging the full potential of local leadership and initiative. Much thought is now being devoted to changing this system to reverse the flow of program ideas and plans.

We who have confidence in the ability of our own people to chart their own course to broad-based, sustained economic and social development must seize this opportunity to prove their capability.

In Appalachian Kentucky, we have the beginnings of effective planning and development mechanisms in the form of multi-county development councils. If properly organized, these councils can perform invaluable staff services to general-purpose governments throughout a multi-county area.

If asked for a single recommendation about how to enhance the prospects for Appalachian Kentucky, it would be to improve the capabilities of the area councils.

As I have said, the objective of the institute is to assist the improvement process, and we have just begun this task. However, on the basis of preliminary evaluation, we have identified seven requisites of the development process which are applicable at every level of the governmental system--federal, state, and local. But we think they are critical at the area level--where programs meet people, face to face. They also require genuine creativity because no two sets of local circumstances are alike.

It may be helpful to think of these requisites as seven closely inter-related but still distinct mechanisms which should be built into any area development council.

First is a mechanism for recognition. This must produce a comprehensive statement of area needs and interests, in order that priorities can be established for planning purposes. The statement must include not only upon the technical appraisals of experts but upon the preferences of lay citizens who know best what form they want their communities to take in the future.

The second mechanism should encourage maximum active involvement of the individuals and groups affected by a development program. This is not a new idea--it is a basic goal of our American democracy. Government is to be of, by, and for all the people. By the same token, decisions affecting development programs should reflect a consensus among representatives of all the people, based upon the best technical advice available. And it goes without saying that active, voluntary involvement reduces the need for public expenditures.

A mechanism for communication is the third requisite. Information must flow to, from, and within the area council smoothly and quickly in order to minimize disruptions based on misunderstanding. Having served as Governor, I can testify about the program frustrations and failures which result when people can't or won't talk to each other--when state, local, and federal agencies fail to keep their channels of communication clear. But it is also essential to inform and be informed by the people on a continuous basis. Otherwise programs can lose their foundation in community needs.

Fourth is the mechanism for cooperation. Area development councils are meant to assist county and municipal governments, not to supplant them. They provide a capability on a multi-county basis for development which individual units of general purpose government cannot afford. Hence, they are dependent upon the willing assistance of government and other organizations performing governmental services such as school authorities. They also require the support of private organizations, businesses, and individuals which have developmental resources and talents at their disposal.

Next is the mechanism for planning--establishing area-wide priorities and developing strategies to meet them. Here, technical assistance is essential to determine the best combination and timing of programs. In this day and age, for example, when federal programs dominate, there is no substitute for an experienced grantsman--the new science and art of grantsmanship is one product of the federal grant-in-aid system. I know that Frank Groschelle's Program Development Office can be invaluable to area councils in this area and in the other technical disciplines that go into a sound development program. But locally-based planning personnel are usually essential to supplement and elaborate advice from the state level.

The sixth requisite is a mechanism for administration. There is again no substitute for supervision and follow-through in development programs as in any other kind of endeavor. Perhaps the most widespread complaint



we hear about federally-administered poverty programs is precisely that they are poorly supervised and that follow-through is sometimes lacking altogether. It is essential in demonstrating the capability of state and local governments to initiate and implement area development programs that they not earn the same criticism.

Since the responsibility for administration belongs to the units of general government and quasi-governmental groups which are organized in the separate jurisdictions forming a multi-county area, administration is an especially complex problem. Still, I believe that there is more than enough leadership in our schools, cities, and counties to overcome it.

Seventh and last, a mechanism for evaluation is necessary. The evaluation must examine all the other mechanisms--recognition, involvement, communication, cooperation, planning, and administration--to see how well they are serving the area councils and hence the capabilities of local government.

You have no doubt observed that each of the mechanisms I have mentioned support others. Recognition promotes involvement, communication, and cooperation for example. Sound administration attracts involvement and raises the sights of planners. Accurate evaluation improves all mechanisms.

I have dwelt at some length upon these seven mechanisms today for a specific reason.

Very simply, I wish to encourage you to involve yourselves actively in the area development process--not merely in verbal approval and encouragement but actively in the use of the personal and organizational resources at your disposal.

You are all influential in your areas and communities. I hope that by listing the seven mechanisms which we have tentatively identified as essential to sound decision-making in the development process, I have suggested multiple ways in which to become involved. Many of you have skills and other resources which are valuable in administration and communication. Many are proficient in promoting cooperation among mutually independent groups. All know of needs and interests that need to be recognized and involved in planning truly comprehensive area development. All have leadership abilities which are needed in this complex process.

As I stated a little earlier, my conversations in Washington indicated that policy-makers there realize that new methods of program development are necessary. This gives us the opportunity to prove that multi-county areas can indeed initiate and administer solid programs. Believe me, I encourage this line of thought at every turn because I have great faith in the ability of our people if they are given real leadership. They look to you for that leadership, and I know you'll not let them down. You will receive very capable assistance from the State's Program Development Office and from other agencies of State Government. But I am sure that the interested persons in Frankfort would be the first to admit, as Washington is beginning to, that local leadership is the prime requisite.

Let us not forget the stakes involved.

First is the quality of life for the present generation of our fellow citizens--their health, education, income, job opportunities, housing, and all the other elements of a decent life.

But second is the future of America life as we know it. I am convinced that unless we reverse the trend to megalopolis we will face within thirty years increasingly explosive consequences of over-urbanization. We will also deprive tens of millions of Americans--including your children and mine--of a genuine choice between the megalopolis and a more humane environment. Such will be the apparent result of our failing to improve the capabilities of local governments in Appalachia and elsewhere now.